United Nations S/2013/326

Security Council

Distr.: General
31 May 2013

Original: English

Report of the Secretary-General on Somalia

I. Introduction

1. The present report is submitted pursuant to paragraph 29 of Security Council resolution 2010 (2011), in which the Council requested me to report on all aspects of the resolution every four months. The report covers major developments that occurred in Somalia on the three major tracks of the United Nations activities — political; security; and humanitarian, recovery and development, and human rights — during the period from 16 January to 15 May 2013. It provides a final update on the implementation of the mandate of the United Nations Political Office for Somalia (UNPOS), ahead of its closure on 3 June 2013, and on planning for the deployment of the United Nations Assistance Mission in Somalia (UNSOM) authorized under Security Council resolution 2102 (2013) of 2 May 2013.

II. Political and security developments

Political situation

2. Eight months since its formation, the Federal Government of Somalia continues to consolidate its efforts to promote sustainable peace and establish credible democratic institutions. The Government also continues to commit itself to implementing its six-pillar policy and further advancing towards the establishment of regional administrations.

3. On 2 March, the President, Hassan Sheikh Mohamud, opened the second session of the Federal Parliament. During the session, Parliament is expected to consider 22 bills on justice and judicial reform, district and regional administration law, security, human rights, the media, the police, telecommunications, energy and petroleum, among others. On 9 March, Members of Parliament began reviewing the Provisional Federal Constitution, and called on the Government to establish the Independent Review and Implementation Commission, which will oversee the preparations for the 2016 constitutional referendum. Separately, Parliament began to fulfil its oversight role by calling on the Government to respond to questions on political and security matters.

4. Meanwhile, the Government is implementing its three-phased concept for the formation of local governance structures, whereby temporarily appointed administrations would gradually be succeeded by locally selected and then by elected regional administrations. On 4 February, the Government issued a decree

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announcing the formation of a new interim administration for the Bay region, to serve for six months, pending local consultations. Similarly, on 8 April, the Government appointed a new administration for Hiraan region. The President, the Prime Minister, Abdi Farah Shirdon, the Speaker of Parliament, Mohamed Jawari, and several Members of Parliament have successively undertaken visits to meet with local leaders and communities in the regions of Shabelle Hoose, Hiraan, Bay and Gedo, "Galmudug" and "Puntland".

5. On 11 March, the Prime Minister signed a seven-point cooperation agreement with President Abdirahman Mohamed "Farole" of "Puntland". The agreement provides for the restitution of property illegally held since the civil war, facilitation of investment, the introduction of the new Somali national currency, capacity-building for the electoral and governance systems of "Puntland", and the formation of the upper house in the Federal State of Somalia. President Mohamud, who confirmed his commitment to implementing the agreement while visiting the area from 27 to 29 April, stated that the approach taken with "Puntland" will serve as a model for improving relations with other regions of Somalia.

6. In "Galmudug", tensions arose over the position of the Federal Government that the area does not meet the requirements to become a regional state under the provisional constitution. The "President of Galmudug", Abdi Hassan Awale, also known as "Qaybdid", indicated his intention to refer the matter to the Supreme Court of Somalia. In April, he held meetings with the Federal Government and signed a seven-point agreement to resolve outstanding issues.

7. The Federal Government faces its most serious challenge in the southern regions, where a conference continued throughout the reporting period, aimed at establishing a "Jubaland" state comprising the three regions of Juba Dhexe, Juba Hoose and Gedo. The Government repeatedly voiced its opposition to the conference, stating that, in line with its "bottom-up" approach and the provisional constitution, the administrations of individual regions should be formed before multi-region states. Prime Minister Shirdon, who visited Kismaayo on 26 March, was unable to reach agreement with the conference delegates, who adopted a constitution for "Jubaland" on 3 April and indicated their intention to select a state administration. On 15 May, the Kismaayo delegates conference selected Sheikh Ahmed Mohamed Islam "Madobe" as "President of Jubaland State of Somalia". Mr. Madobe, who is of the Ogaden sub-clan, reportedly garnered 485 votes from 500 delegates who participated in the voting. On the same day, the former Somali Defence Minister, Barre Aden Shire "Hirale", of the Marehan sub-clan, declared himself the President of "Jubaland" after a separate conference. Other candidates were reported to be emerging along clan lines.

8. Meanwhile, the Federal Government of Somalia rejected the "Jubaland" process, stating that it violated the Provisional Federal Constitution and the Government's policy on the formation of regional states. Prime Minister Shirdon issued a decree appointing a 16-member Joint Committee to resolve the disputes on the formation of the "Jubaland" administration and to address the reconciliation process in the Juba regions. Meanwhile, an assessment mission of the Intergovernmental Authority on Development (IGAD) arrived in Mogadishu to visit Kismaayo. This followed the renewed commitment of IGAD to support the Federal Government of Somalia in the formation of regional administrations, reiterated during the twenty-first extraordinary summit of its Heads of State and Government

on 3 May. In addition, Ethiopia in its capacity as Chair of IGAD facilitated engagement between the President of Kenya, Uhuru Kenyatta, and President Hassan Sheikh Mohamud, including a meeting on 27 April in Kenya.

9. Following the resumption of dialogue between the Federal Government of Somalia and "Somaliland", President Mohamud and President Ahmed Mohamed Silanyo of "Somaliland" signed a seven-point agreement in Ankara on 13 April. The agreement recognized the need for cooperation especially in security matters, and is expected to facilitate the disbursement to "Somaliland" of international funds given to Somalia for the first time since 1991. The parties committed themselves to further dialogue. Separately, in a move criticized by the opposition and some prominent politicians, on 15 April the "Somaliland" Parliament adopted legislation extending the term of its lower and upper houses by two and three years, respectively.

10. In a separate development, on 13 May, the Federal Government of Somalia signed a memorandum of understanding with the International Civil Aviation Organization, the United Nations regulatory agency that will see the safe and orderly transfer of control of the airspace back to the Government. The implementation plan will include the provision of training and capacity-building projects fo Somali nationals in the area of civil aviation management in order to reinforce Somali ownership. Following the signature of the memorandum of understanding, "Somaliland" decided to suspend United Nations flights in "Somaliland" airspace effective 15 May. The United Nations had been acting as a caretaker authority for Somalia's airspace since the collapse of the central government in 1991.

Security situation

11. The security situation remained fragile during the reporting period. Despite some improvements in Mogadishu, Al-Shabaab continued to launch asymmetrical attacks on soft targets using terrorist tactics that often resulted in civilian casualties. Targeted killings and attacks were routinely reported. The number of incidents involving improvised explosive devices rose in 2013 in comparison with 2012. On 24 January, for example, a device hit a convoy carrying two United Nations personnel, who were unharmed. Incidents such as the suicide bombings targeting Prime Minister Shirdon in Villa Somalia on 29 January and the head of the National Security Intelligence Agency for Banadir, which killed 10 people on 18 March, showed Al-Shabaab's continued intent and capability to attack government and soft targets.

12. On 14 April, more than 30 people died in a complex attack perpetrated by Al-Shabaab on a regional court house. The attack, which involved multiple gunmen and bombs, was the deadliest to date in Mogadishu in 2013. On the same day, a vehicle likely to be that of a suicide bomber hit a Turkish aid agency convoy. On 25 April, a Deputy State Attorney was murdered in Mogadishu, while, on 5 May, a suicide vehicle that targeted a Qatari delegation travelling in a ministerial convoy killed over 10 people.

13. In southern and central Somalia, Government and affiliated forces took control of several villages near Marka (Shabelle Hoose) and of Buurhakaba (Bay) on 14 and 27 February respectively, and by April they recovered the Luuq-Baidoa-Afgooye-Mogadishu road from Al-Shabaab insurgents. Meanwhile, forces of the African Union Mission in Somalia (AMISOM) completed operations to establish control of

the 240-km Mogadishu-Baidoa road. However, the areas of Baidoa (Bay), Beledweyne (Hiraan), Kismaayo (Juba Hoose) and Xuddur (Bakool) controlled by the Federal Government suffered attacks almost on a weekly basis, and on 12 February an off-duty United Nations guard was injured. A mortar attack on Kismaayo airport, on 29 April and 1 May respectively, led to the relocation of most United Nations personnel out of the city. There was a particularly high incidence of attacks in the Afgooye and Marka areas and insurgents also continued to threaten and harass civilians and aid workers operating there. Al-Shabaab adopted a low profile in Shabelle Dhexe and Galguduud, but continued to control much of these territories.

14. The most significant security development outside Mogadishu occurred in Xuddur (Bakool) following the withdrawal of Ethiopian and Somali forces on 17 March. The town was quickly retaken by Al-Shabaab, and at least one civilian was killed and several others were arrested. The seizure of Xuddur marked the insurgents' first territorial gain in several months and demonstrated the challenge of maintaining control over recovered areas.

15. Abuses by undisciplined elements of the Somali National Security Forces against civilians were also reported during the period, although these are said to have decreased in recent times. Government forces were also alleged to have participated in numerous extrajudicial killings in Mogadishu in March. Longstanding clan enmity between local militias and government troops led to several fatal clashes on 22, 25 and 28 March in Marka, while disputes over political control caused strife in Kismaayo and to a lesser extent in Baidoa.

16. In "Puntland", the surge of Al-Shabaab attacks late in 2012 continued into 2013. Insurgents regularly undertook attacks, including the first suicide bombing in north Gaalkacyo on 11 February. Repeated threats against "Puntland", discoveries of explosives, and reports of insurgents' movements were all indicative of Al-Shabaab's increased capacity and intent in the region and its disturbing presence in nearby "Galmudug". Criminal acts, including some linked to actions of undisciplined Government elements, clan disputes and political tensions continued to disrupt security in "Puntland" and "Galmudug".

17. Early in 2013, "Somaliland" experienced a flurry of anti-Al-Shabaab activity amid United Kingdom and United States warnings of a terrorist threat to westerners, but there was no attack. Instead, the dispute over Sool, Sanaag and Cayn remained "Somaliland's" main destabilizing factor and continued to result in periodic armed clashes between "Somaliland" and "Khatumo", a disputed area at the border region.

18. The number of piracy-related incidents off the coast of Somalia has significantly decreased. However, several attempts to hijack vessels were reported in 2013. Pirates are still holding five vessels and 71 seafarers.

III. Activities of the United Nations in support of peace consolidation

A. Support to the political process and governance

19. The United Nations Political Office for Somalia continued to support Somalia's efforts to establish lasting peace and stability in the country and the

mobilization of resources from the international community for both immediate relief and recovery and long-term development. During this reporting period, my Special Representative, Augustine Mahiga, continued his engagement with the Somali authorities, focusing on priority areas, which included support to the national reconstruction process; the establishment of local governance structures and the stabilization of the newly recovered areas; enhanced political outreach and national reconciliation; and moving forward the process of federalism, constitutional review, and preparations for elections.

20. In February, the Department of Political Affairs and the United Nations Development Programme (UNDP) undertook a joint constitution assessment mission to Somalia to review past United Nations assistance in this field and help to define its future engagement and support. The Department of Political Affairs also fielded a constitutional expert in April to assist the Speaker of Parliament in conducting the constitutional review.

21. Meanwhile, the United Nations continued to support the implementation of the Parliament's strategic plan by conducting assessments and providing technical assistance in various fields. A process to support the building of good working relations between the Parliament and the Executive has been launched and another, for the development of an outreach strategy for the Members of Parliament to establish dialogue with their constituencies, was inaugurated. The Federal Government has started developing a mechanism for capacity development in support of the six-pillar policy. It has also taken steps to consolidate the civil service payroll, and has planned a full civil service audit exercise with the support of UNDP.

22. The UNPOS/UN-Women joint strategy on gender and mediation was an innovative initiative to promote women's representation, effective participation and leadership. Two workshops were held in Mogadishu and Garoowe ("Puntland") from 27 to 29 January and on 17 and 18 March, respectively. More than 70 women representatives of peace organizations participated and agreed on the need to establish a national platform for improving women's political participation, especially in governance institutions. On 27 March, in Mogadishu, the Directorate for Women and Social Affairs of Somalia met with over 70 women from grass-roots organizations from Banadir, Hiraan, Shabelle Hoose and Shabelle Dhexe to explore ways of building linkages and partnerships to support the economic recovery, peacebuilding and service-delivery components of the six-pillar policy.

23. The Ministry of Information, Posts and Telecommunications requested UNPOS to equip a secure media room, aimed at helping the Government in its efforts to counter misinformation on its policies and activities, particularly on reconciliation and processes leading to the next elections in 2016. UNPOS facilitated a four-day training course in investigative journalism and journalists' safety in April.

B. Targeted sanctions

24. The Security Council, by resolution 2093 (2013), partially lifted the arms embargo on Somalia for a 12-month period. The Federal Government submitted its first report pursuant to paragraph 39 of that resolution to the Council on 2 April 2013.

C. Security sector

25. Security sector reform has been identified by President Mohamud as the "priority of priorities". During the second London Conference on Somalia held on 7 May, the Federal Government presented its draft national security plan framework, and called for urgent support for the Somali National Army and strategic action plans for the policing and justice sector. With the financial support of the Peacebuilding Fund, UNDP, UNPOS and the United Nations Support Office for AMISOM (UNSOA) conducted mapping exercises in four recovered areas. The project aims at helping the Government to assess the security environment and will support the development of security sector programmes.

26. Meanwhile, the annual training programme for the Somali national forces began on 21 January with command courses for 80 officers and non-commissioned officers. The last intake of recruits, who were trained by the European Union training mission in Uganda, completed the course in February, and 554 new recruits returned to Somalia. Commencing in April, the training mission conducted specialist training to develop specialized military capabilities. On 15 May, the training mission established a permanent presence in Mogadishu and opened full training operation in Mogadishu. By the end of 2013, all its courses are expected to be given in Mogadishu; the full complement of mentors and trainers (16) for Phase I of the deployment is expected to be in Mogadishu by the end of July 2013. The United Nations, through the Military Technical Working Group and in concert with the Federal Government, continued to support coordination of capacity-building efforts.

27. The Somali police forces established a presence in a number of newly liberated areas, including Marka, Afgooye, Wanlaweyn (Shabelle Hoose) and Baidoa. However, the lack of sufficient logistics posed a serious challenge to further deployment. With the donation from the Government of Japan to the Trust Fund in Support of the Somali Transitional Security Institutions, equipment and logistical support will be provided to the Ministry of the Interior and National Security, and to the police forces. With United Nations support, the Ministry developed a four-year strategic action plan to build a civilian police service. During the reporting period, UNPOS organized police driver training and provided advisory support to the training of 1,000 Somali "rapid deployment force" personnel in the reduction of arms and ammunition in circulation in Mogadishu and for clearing illegal checkpoints. AMISOM facilitated the training of 206 officers in Djibouti on public order management.

28. The handling of disengaging combatants remained a tremendous challenge for the Federal Government and its partners, complicated by the lack of a legal framework and policy. UNPOS supported the Government in the development of a national programme, which was endorsed by the interministerial task force on disengaging combatants and presented to the Government on 5 February. It is awaiting final endorsement by relevant government entities. In the meantime, UNPOS, in cooperation with other multilateral partners, including AMISOM, the United Nations Mine Action Service, UNDP and the International Organization for Migration, supported the development of operational guidelines for the implementation of the national programme, and seconded a national staff member to the Ministry of the Interior and National Security.

29. From 16 January to 26 April, police explosive ordnance disposal teams, trained by the Mine Action Service, identified and secured 27 improvised explosive devices and collected or disposed of 214 items of unexploded ordnance in Mogadishu. Two additional teams, which had completed their training in Mogadishu in January, were permanently deployed to Baidoa. As part of its project to increase security in the port of Mogadishu, the Mine Action Service provided the police force with basic seamanship and port security training to enable its officers to conduct basic port clearance operations in the future.

30. Through the Kampala process, UNPOS also assisted the Federal Government and regional administrations in the drafting of a maritime strategy to help to manage and protect the maritime zones, and review existing gaps in its legal framework. Implementation will require funding support. The hostage support programme, administered by UNPOS, and managed by the United Nations Office on Drugs and Crime, coordinated the recovery and repatriation of 49 hostages.

D. Logistical support to AMISOM

31. During the reporting period, AMISOM maintained its mandated uniformed personnel strength of 17,731. With the support of UNSOA, the deployment of one Sierra Leonean battalion to the Sector 2 towns of Kismaayo, Dhobley and Tabda commenced on 2 April and is expected to be completed early in June. Meanwhile, Kenya is expected to draw down its military personnel in the same sector by 850 troops. Pursuant to resolution 2093 (2013), UNSOA, in collaboration with the African Union, is verifying this relief in place. UNSOA also rotated one Ugandan battle group in January, and two Burundian battalions in April, and deployed 55 additional individual police officers to Mogadishu in March. Pursuant to resolution 2093 (2013), in April, UNSOA initiated consultations with the African Union and AMISOM to establish a 12-month verification plan for all AMISOM personnel aligned with equipment inspections.

32. AMISOM road convoys between Mogadishu and Baidoa commenced in April, thus reducing the cost of logistical support that had hitherto been conducted by air or by road through Kenya and Ethiopia. AMISOM engineering units trained by UNSOA and using United Nations equipment began repairing both the Mogadishu-Baidoa and Mogadishu-Marka roads, while newly operational AMISOM heavy truck units began working around the capital.

33. Despite significant progress, AMISOM remains overstretched, lacking critical enablers and force multipliers. In April, UNSOA deployed additional utility helicopters to enhance casualty evacuation, personnel transportation and logistical support, as the African Union has yet to deploy the helicopters contemplated in resolution 2036 (2012).

34. UNSOA continued to support 17 AMISOM civilians, 2 formed police units of 140 officers each, 147 individual police officers and 85 military staff officers, in addition to the contingents. The AMISOM headquarters in Mogadishu was completed in April, to host up to 85 personnel. Sector hubs in Baidoa, Beledweyne and Kismaayo aimed at hosting future United Nations and African Union civilian personnel are under development. Small start-up camps were set up in Baidoa and Kismaayo while the first premises and a well were built in Beledweyne.

35. UNSOA continued to provide the full range of logistical and capacity-building support to AMISOM as mandated by the Security Council, including sizeable medical support and training. From 16 January to 8 May, UNSOA carried out 74 medical evacuation, transfer, redeployment and repatriation flights involving 115 AMISOM personnel. During the reporting period, 840 AMISOM troops and police received predeployment training, including on human rights and international humanitarian law, as well as training in technical skills for engineering, aviation, equipment use and maintenance. UNSOA provided 10 diesel kitchen trailers and 200 burners which allowed AMISOM to stop using charcoal in Sectors 1, 2 and 3.

36. AMISOM and UNSOA held extensive consultations on operationalizing the guard force, including support requirements for the force. The concept for AMISOM guard force operations and deployment outside Mogadishu will be addressed in the forthcoming African Union report to the Security Council.

37. UNSOA is also aligning its support to AMISOM with the United Nations human rights due diligence policy. In April, UNSOA and AMISOM agreed on a range of steps to disseminate and proactively advance the policy. An international humanitarian law adviser, supported by UNSOA, is currently working with AMISOM.

38. With regard to the establishment of an AMISOM civilian casualty tracking, analysis and response cell, a draft framework for the cell is currently being considered by the African Union and once formally approved will require donor funding for implementation.

39. The African Union/United Nations Information Support Team, managed by UNSOA, continued to provide strategic communications support to AMISOM, consisting of news reports, Somali media mapping, and awareness seminars for troop-contributing countries, as well as consultations on Somali media law. Preparations for the establishment of communications hubs in all four sectors of southern and central Somalia began.

40. From 16 January to 3 May, AMISOM safely destroyed 1,450 items of explosive ordnance and 51 improvised explosive devices across all sectors. The United Nations trained two explosive ordnance disposal teams and two explosive detection dog teams for Sectors 2 and 3, four Burundi teams in Sector 1, and seven Djiboutian personnel. Predeployment preparations were completed in Sierra Leone in March.

E. Human rights and the rule of law

41. During the reporting period, the human rights situation continued to be very challenging. Civilian casualties and extrajudicial killings in conflict areas were frequently reported. Attempts to repress freedom of expression through the arbitrary detention and targeted killings of journalists remained of concern. On 3 April, the "Puntland" authorities ordered the closure of three radio stations without clear legal justification. Despite Somalia undertaking to place a moratorium on the use of the death penalty, at least 13 people were executed in "Puntland" and five others in Mogadishu.

42. On 21 February, the Justice and Corrections Technical Working Group, co-chaired by UNDP and UNPOS, met to discuss government coordination of the

justice sector and formed a Justice Reform Coordination Committee. From 1 to 5 April, the Government convened a national conference to review the current justice system, recommending legislative and institutional reforms to define institutional mandates and operational capacities of the key justice institutions. A two-year national action plan that emerged from the conference provides for the strengthening of the institutional framework of justice institutions and building the capacity and resources of justice institutions to improve access to justice. Meanwhile, in March, the "Somaliland" Ministry of Justice established a justice coordination forum, composed of representatives of various government institutions, which aims at improving coherence in the justice system.

43. Conditions in detention facilities monitored across the country are still below minimum international standards, including in Hargeysa, Garoowe and Boosaaso and in Mogadishu Central Prison, where an outbreak of suspected cholera was reported. On 4 and 5 March and 6 May, respectively, 25 and 8 convicted pirates were transferred from the Seychelles to the newly rehabilitated facilities of the prison in Boosaaso ("Puntland").

44. From 17 to 22 March, the Independent Expert on the situation of human rights in Somalia, Shamsul Bari, conducted his tenth country visit and discussed with the authorities the development of a road map closely linked to the Government's political programme.

Child protection

45. A total of 552 grave violations against children were verified in the first quarter of 2013, representing a decline of more than half from the 1,288 cases reported during the same period in 2012. The reported violations were as follows: 37 killed (27 boys, 10 girls); 63 maimed (43 boys, 20 girls); 219 recruited (214 boys, 5 girls); 19 sexually abused (all girls); 205 abducted (187 boys, 18 girls); seven attacks on schools; one attack on a hospital; and one denial of humanitarian access. The downward trend in killing, maiming and recruitment is attributed to the decrease in open fighting between Al-Shabaab and government forces, while rates of abduction remain worryingly high.

46. Overall, most reported violations were committed by Al-Shabaab (63 per cent) followed by the Somali national forces (27 per cent), which is comparable to the same period in 2012. The Somali national forces and allied militia were the main perpetrators of killings (38 per cent) while Al-Shabaab committed the most abductions (63 per cent), recruitments (82 per cent), sexual violence (42 per cent) and attacks on schools (71 per cent).

47. The Federal Government and the United Nations are working towards the implementation of the action plan aimed at ending the recruitment, use, killing and maiming of children. The Somali national forces are in the process of releasing 41 children to UNICEF for reintegration. In addition, discussions on formally adopting a standard operating procedure for the release and handover of children are ongoing with the Ministry of Defence, the Ministry of the Interior and AMISOM.

Sexual and gender-based violence

48. Sexual violence, particularly in the camps of internally displaced persons in Mogadishu and the surrounding areas, continues to be of great concern. Perpetrators

include members of organized armed groups and sometimes members of the Somali national forces. The detention, trial and sentencing on 5 February of a woman who was allegedly raped by elements of the national forces and the journalist who interviewed her is particularly worrisome. The Task Force on sexual violence announced by the Prime Minister of the former Transitional Federal Government in December 2011 was established but never met. During her visit from 2 to 6 April, my Special Representative on Sexual Violence in Conflict, Zainab Hawa Bangura, offered to support the Government in addressing the problem in a comprehensive manner. On 7 May, the Government of Somalia and the United Nations signed a joint communiqué on the prevention of sexual violence, which aimed at, inter alia, strengthening the rule of law and building the capacity of the justice system to prevent and prosecute crimes related to sexual violence, protect survivors, witnesses and journalists reporting on this issue and ensure access to services for survivors.

F. Humanitarian situation

49. The humanitarian situation has continued to improve since my last report. The number of people in need of life-saving assistance decreased by 50 per cent and malnutrition rates improved as a result of sustained assistance coupled with favourable climatic conditions. Humanitarian needs however remain very significant with 2.7 million Somalis depending on assistance, according to the Food Security and Nutrition Analysis Unit and the Famine Early Warning System Network managed by the Food and Agriculture Organization of the United Nations (FAO).

50. Funding is urgently needed to support programming and provide the most vulnerable with access to clean water, sanitation facilities, shelter and health services in the coming months. As of early May, donors had provided only 15 per cent of the US$ 1.3 billion requested for 2013. Humanitarian actors urged sustained assistance to prevent a significant deterioration of the situation in June, when rains increase the risk of disease and food stocks run low.

51. Despite some improvements, humanitarian efforts are still hampered by insecurity. Political uncertainty and a related instability in the Juba regions prevented humanitarians from expanding aid delivery on the outskirts of Kismaayo. Even though the level of interference with aid delivery and attacks on aid workers has decreased since my last report (30 incidents, compared to 52), it is still of concern.

52. During the reporting period, the World Food Programme (WFP) and its partners reached over 1 million beneficiaries through a combination of nutrition, relief, livelihoods and social safety net programmes. Food assistance focused on enhancing the resilience of households and communities, while continuing targeted nutrition support to the most vulnerable groups, including children under 5 and internally displaced persons. Nutrition partners reached more than 52,422 children suffering from severe acute malnutrition, aged from 6 months to under 5 years, mainly in southern Somalia. Health partners are strengthening services in the area and for the first time ran a polio vaccination campaign in all newly accessible districts of 10 regions. Although over 700,000 children were reached, 500,000 children in south central Somalia remain in need of vaccination.

53. Civilians still bear the brunt of continued fighting in Somalia. While the number of civilian casualties treated in referral hospitals in Mogadishu decreased by

33 per cent, compared with the same period in 2012, as many as 1,500 weapon-related injuries were treated in those hospitals during the reporting period. Some 14,000 people were internally displaced in the first quarter of 2013, including 2,500 civilians who fled towards the Somalia-Ethiopia border following the withdrawal from Xuddur. Humanitarian agencies provided assistance and continue to monitor the situation of the displaced and vulnerable families in the host communities. Some 10,000 Somalis have crossed the border into Ethiopia in the first quarter of 2013 according to Office of the United Nations High Commissioner for Refugees (UNHCR).

54. The return of refugees to Somalia has continued during the reporting period. Since the beginning of 2013, UNHCR estimates that 16,000 people returned voluntarily from neighbouring countries (Kenya, Ethiopia, Saudi Arabia and Yemen) as well as from the diaspora. Humanitarian actors continue to support the voluntary return of displaced people through planned programmes. The United Nations Mine Action Service enhanced mine risk education at key crossing points in southern Somalia, thereby increasing awareness of explosive threats for returnees.

55. Evictions of internally displaced persons from public buildings and private land in Mogadishu persisted, owing mainly to additional pressure on land tenure from recent new arrivals. The Government is planning a large-scale relocation of the estimated hundreds of thousands of internally displaced persons to sites in the outskirts of the capital. The humanitarian community is supporting the Government in honouring its commitment to improve the protection and security of the internally displaced community. Since August 2012 UNHCR and the "Return Consortium" (an operational hub comprising the United Nations and international non-governmental organizations), have helped 3,479 displaced families to return to their place of origin in Bay, Shabelle Hoose and Shabelle Dhexe. UNHCR conducted surveys throughout Somalia to assess the intentions of the internally displaced to return home, and some 200 leaders from the settlement surveyed went to Bay, Dhexe and Shabelle Hoose and Banadir regions to check the conditions in their places of origin to help their communities to take informed decisions about possible return.

G. Socioeconomic recovery and development

56. Public financial management reform remains a top priority. The Government completed a self-assessment, supported by the World Bank and the United Kingdom Department for International Development. This provided the foundation for a reform action plan, which was launched by the Minister of Finance and Planning in April, to improve the budget formulation and execution process, enhance fiscal discipline, and strengthen overall financial management and accountability. The self-assessment highlighted the low revenue base, stressing the lack of government control over major ports, an out-of-date tariff system and weak controls. The Office of the United Nations Resident Coordinator and UNPOS worked with the Federal Government and the World Customs Organization (WCO) to strengthen the customs and port management regime, which contributed to Somalia's becoming the 179th member of WCO.

57. In an effort to address land disputes, which remains a key conflict driver, FAO is implementing a "Somalia land initiative" in "Somaliland". On 19 February, a workshop on land issues was held in "Somaliland", which was attended by

representatives of the local administration. They agreed on key priorities, including the development of a "Somaliland land policy" and the verification of former title deeds.

58. The United Nations continued the Population Estimation Survey for Somalia, in accessible areas of southern and central Somalia. The survey aims at providing reliable population estimates by region, district and urban, rural and nomadic populations. The last large-scale population survey was conducted in 1975.

59. There has been a rapid increase in private sector activities in Mogadishu since the Federal Government took office. To encourage youth employment and to address challenges posed by piracy, conflict and unemployment, UNDP supported the Government in creating an enabling environment for investment. A road map for the establishment of Islamic microfinance in Somalia has been prepared and capacity development undertaken.

60. Given the implications of climate change in Somalia, the United Nations facilitated the preparation of the national adaptation plan of action, whose main priorities are sustainable management of key resources, land, and water in particular, and disaster-risk reduction. In response to Security Council resolution 2036 (2012), the Government/United Nations joint programme for sustainable charcoal production and alternative livelihoods was launched on 17 April 2013.

61. In March, the Federal Government established a "New Deal" task force to help to implement a new system of aid delivery with international partners. The United Nations (on behalf also of the World Bank) and the European Union (on behalf of the donors) and on the Somali side the Offices of the President and Prime Minister, the Ministry of Finance and Planning, civil society and the Parliament are represented on the task force. Meetings were held on 10 April and 1 May. The Federal Government decided to conduct a fragility assessment which will determine the underlying causes of fragility in Somalia and allow the country to chart its own path forward. The "New Deal" process was officially launched by Prime Minister Shirdon in Mogadishu on 14 May 2013.

IV. Coordination and resource mobilization

62. My Special Representative participated in the forty-sixth summit of the IGAD Council of Ministers, held on 23 January in Ethiopia, and regularly engaged with IGAD, AMISOM and the African Union. IGAD members reiterated their willingness to support peace and stability in Somalia during the twenty-first extraordinary summit of the Heads of State and Government held on 3 May.

63. On 7 May, the Prime Minister of the United Kingdom, David Cameron, and President Mohamud co-hosted the second London Conference on Somalia, which successfully galvanized international support for the Federal Government, including in respect of security, justice and public financial management. The United Nations delegation was led by the Deputy Secretary-General. International donors renewed their commitment to stability in Somalia, pledging $300 million. The United States pledged an additional $40 million, while the United Kingdom announced the disbursement of $54.2 million for security activities — including $15.5 million over two years to help Somalia deploy its armed forces outside of Mogadishu and $2.3 million towards protecting Somalia's coastline from piracy. Funds will help to

increase the number of police officers and train judges and lawyers. The European Union pledged $57.6 million to strengthen the country's justice system and police force, and an additional $225 million was pledged by the United Kingdom to help Somalia cope with future famines.

64. The Trust Fund in Support of the Somali Transitional Security Institutions received a pledge of $175,000 from the Government of Denmark to define the security sector environment in newly recovered areas formerly under the control of Al-Shabaab. The Trust Fund also received a pledge of $150,000 from the UNDP multi-partner trust fund to support maritime law enforcement in Somalia.

65. The Trust Fund in Support of AMISOM received a contribution of $6.5 million from the United Kingdom to support AMISOM operations and activities in Somalia. The additional uncommitted balance of the fund stands at $2.6 million, earmarked mainly for outreach activities.

V. Establishment of the new United Nations mission

66. In its resolution 2093 (2013), the Security Council indicated its intention to replace UNPOS with a new, expanded special political mission that would be deployed by 3 June 2013. To this end, and after consultation with the Federal Government of Somalia and the African Union, a technical assessment mission was deployed to Somalia and the region from 17 to 29 March and developed a mission concept for a new United Nations mission in Somalia. The findings of the technical assessment mission were reported in my letter to the President of the Council (S/2013/239) of 19 April 2013. An update on steps taken to prepare for the closure of UNPOS and the launch of UNSOM, in line with Security Council resolution 2102 (2013), is set out below.

A. UNPOS drawdown

67. In response to Security Council resolution 2093 (2013), in which the Council recognized that the mandate of UNPOS had been fulfilled, the Department of Political Affairs, in consultation with the Department of Field Support, immediately initiated the process to draw down and close the mission by 3 June.

68. In line with recommendations that I made following the conclusion of the strategic review, which were approved by the Security Council, the creation of UNSOM represents a fresh start in United Nations engagement in Somalia. The new mission will be based on a new vision, that takes into account the needs and opportunities in Somalia today, and reinforces the scope for new partnerships and requirements for new resources.

69. In an address to UNPOS staff on 12 March 2013, the Under-Secretary-General for Political Affairs, Jeffrey Feltman, congratulated my outgoing Special Representative, Augustine Mahiga, and staff on their contribution to the end of the political transition which also led to the formation of the Federal Government of Somalia. Clearly, these developments marked a strategic shift in the political situation in Somalia. In order to allow for a seamless transition from UNPOS to UNSOM, it was therefore determined that while UNSOA would assume responsibility for liquidating support assets not required under the new mission, all

UNPOS substantive activities would end on 3 June, and staff contracts would then be terminated subject to the usual United Nations rules and regulations regarding termination and notice periods. All positions in UNSOM would be filled through the use of United Nations rosters, or, where needed, through new recruitments on a competitive basis, in which qualified and eligible UNPOS staff would be welcome to participate. Where critical functions are to be fulfilled and the recruitment to UNSOM has not yet been completed by 3 June 2013, the Department of Field Support would facilitate deployment on temporary duty of available staff from Headquarters or other missions, pending the completion of the selection process for the new mission. To implement this policy, the Department provided career development counselling to the affected staff and a support team was deployed in Nairobi and Mogadishu from 1 to 10 April to assist UNSOA in processing staff departures and reassignments.

B. Preparations for the United Nations Assistance Mission in Somalia

70. As reported in my letter of 19 April, the substantive planning for UNSOM was undertaken through a multidisciplinary technical assessment mission. Following the return of the mission, the Department of Political Affairs provided a briefing to Member States and continued work to develop the draft staffing stable, budget assumptions and operational modalities for the deployment of UNSOM, in coordination with the Controller and legislative bodies.

71. Subsequently, I selected Nicholas Kay of the United Kingdom as my new Special Representative for Somalia, succeeding Augustine Mahiga with effect from 3 June 2013. Mr. Kay will oversee the launch of UNSOM and will assume the leading role in discharging the responsibilities accorded to the United Nations by the Security Council in its resolution 2102 (2013).

72. Meanwhile, on 13 May, I deployed a small advance team to Mogadishu to prepare for the launch of UNSOM. The team comprised experts in political, planning and substantive matters, who are serviced by support staff provided by UNSOA, the Department of Safety and Security, and a recruitment team from the Department of Field Support. The advance team, in close consultation with the Federal Government and AMISOM, will provide surge support to prepare for the launch of UNSOM, including by overseeing the assignment of critical staff, updating the mission concept in the light of Security Council resolution 2102 (2013), developing a mission roll-out plan and putting in place a communications strategy for new engagements in Somalia.

VI. Observations

73. Eight months since its formation, the Federal Government of Somalia has intensified its efforts to establish credible State institutions and reach out beyond Mogadishu to realize its vision of a well-functioning federated Somalia. The country is on the right path to bring stability, which could in turn create the conditions for tangible peace dividends for all Somalis, who, for too long, have bore the brunt of a brutal conflict. However, while the Federal Government enjoys considerable goodwill, it faces an extraordinary task as it seeks to build State institutions that can deliver security, justice and economic opportunity for the people of Somalia. It also

has to engage in a complex dialogue over the future of the State, a process that is naturally contentious and which will require an intense and inclusive process to build consensus. I wish again to reaffirm my strong support to the dialogue that has begun between the Federal Government and the authorities of "Somaliland". The United Nations stands ready to work with all sides to achieve this objective.

74. There is much work to be done to establish conducive conditions for these efforts, not least a secure environment throughout the country. Despite the highly commendable efforts of the Government, its allied forces, and AMISOM, Al-Shabaab's presence continues to create insecurity for the civilian population, State institutions and international actors. In areas where a security vacuum emerged, the insurgency has managed to regain some territory and enforced terrible punishment on those who refuse to support its violent ideology or are perceived as supporting the Federal Government and its allies. I am horrified by the egregious acts of violence perpetrated, which continue to claim the lives of many innocent Somali civilians. The Government's commitment to institutional development, notably through a reform of the justice system, will be essential to ensuring that the State exercises effective and legitimate stewardship over Somalia and guarantees the protection of human rights.

75. In this connection, the continued role of AMISOM remains critical. I am concerned that AMISOM is reaching the limits of its operational capacity within existing resources, in terms of holding territory and expanding areas under its control. Additional resources, including enablers and force multipliers as well as the means to reconfigure AMISOM forces, are required to maintain the impressive momentum of the past year. I urge all Member States to give positive consideration to the requests of the African Union in this regard.

76. At the same time, I urge Member States to do their utmost to enforce the Council's embargo on Somali charcoal, which remains a major source of revenue for Al-Shabaab, and to support the President of Somalia's task force to find a comprehensive solution to the continuing production and export of Somali charcoal.

77. The long-term goal must be for Somalia to assume its own security through accountable and effective security institutions. That requires a well-funded and coordinated strategic approach. I welcome the strategic plans announced by the Federal Government of Somalia at the second London Conference on 7 May for the development of the Somalia security forces and the justice and public financial management systems. I further applaud the commitment of the Government to promote human rights in Somalia, including by preventing sexual violence, and I encourage the Government to take concrete steps to realize those commitments for all Somalis. I thank those Member States that have already generously pledged new resources to assist the Government in implementing these plans, and urge that this be done in a coordinated and timely manner. I continue to offer the role of the United Nations in supporting the coordination of such efforts in consultation with the Government and consistent with resolution 2102 (2013). This will be a critical task for UNSOM.

78. With respect to the partial suspension of the arms embargo in resolution 2093 (2013), which decision provides the Federal Government with support to strengthen its security institutions, it is essential that the remaining restrictions and reporting requirements of the Council be fully respected. I urge supplying States and the Government to determine clearly their obligations to notify the Security Council

Committee regarding shipments of weapons to the country, pursuant to resolutions 751 (1992) and 1907 (2009) concerning Somalia and Eritrea, and ensure that those obligations are met in full. Any questions around the exemption procedures for items listed in the annex to resolution 2093 (2013) should be directed to the Committee to ensure the full implementation of all aspects of the Somalia sanctions regime.

79. Progress on the security front is ultimately linked to political reconciliation, and the establishment of a new social contract between all Somalis and their federal State. I welcome the commitments articulated by President Hassan Sheikh in his address to the second London Conference, which underlined the need to pursue national reconciliation across all parts of Somalia, and to work towards the finalization of the Constitution and the preparation of elections in 2016. I urge all Somalis to engage in constructive dialogue to find a common way forward on outstanding issues, including addressing the aspirations of regional administrations. While there are many international models on which to draw, ultimately these discussions can be resolved only through dialogue among Somalis themselves.

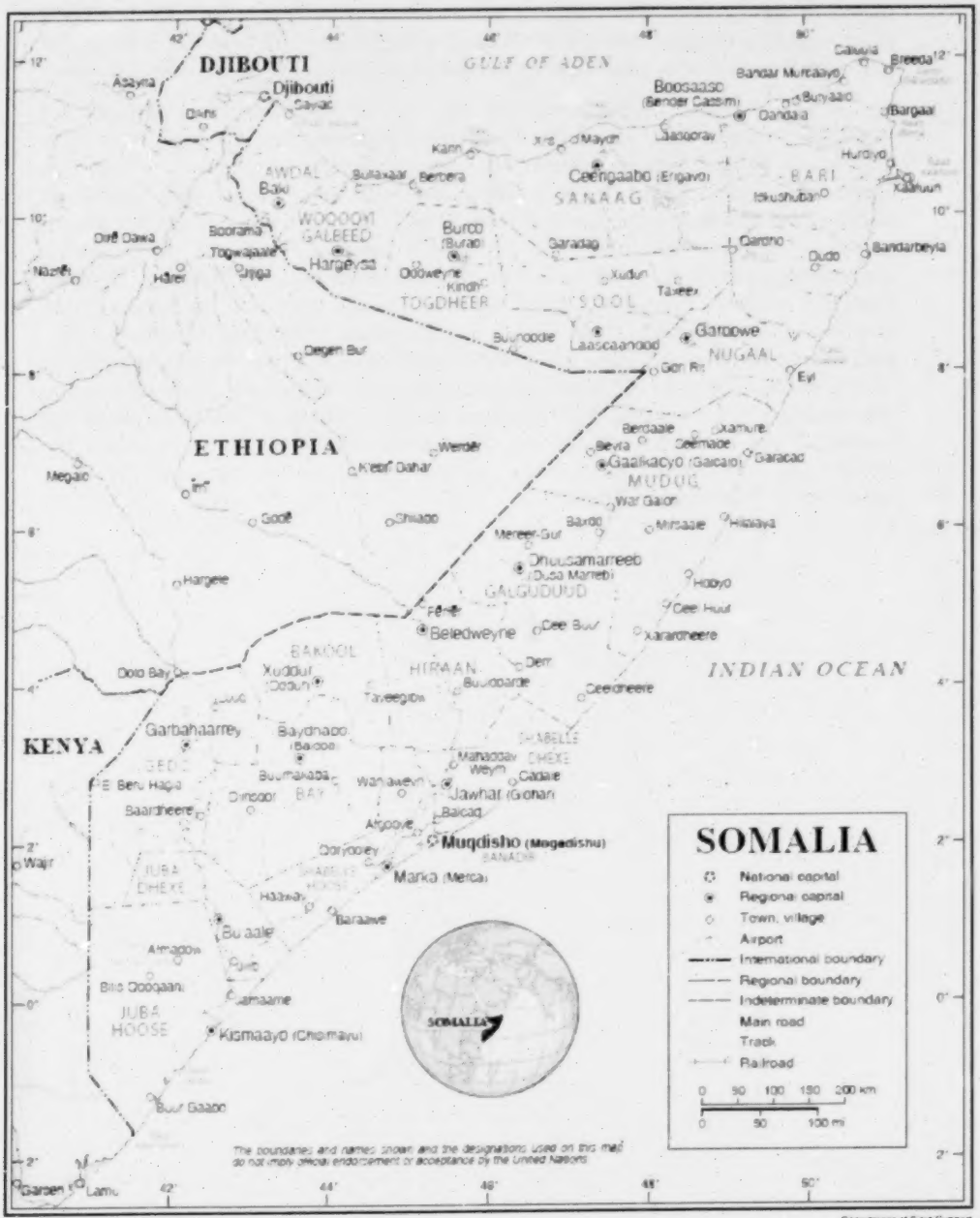
80. Somalia's future also depends on developing peaceful and cooperative relationships with its neighbours. The Government has been making commendable efforts to rebuild good-neighbourly relations, which will help to enhance collective security and address outstanding issues and potential sources of friction. I call on the Government and its regional partners to continue to engage constructively, recognizing that a strong and stable Somalia is in the interests of all. In this regard, I welcome the ongoing efforts of IGAD to support the Government's priorities, as reiterated during the twenty-first extraordinary summit of Heads of State and Government. I am hopeful that the efforts being made by the leaders of Somalia, Kenya and Ethiopia will soon yield positive results.

81. While the current phase of peacebuilding must be Somali-owned, Somalia will require a strong level of commitment from the international community to continue on the path of success. Although there have been significant improvements in food security since the crisis of 2011, humanitarian assistance is still vital in Somalia, because the gains made are fragile. There is also a need to support resilience-building to address the underlying causes of the recurrent crises in Somalia and help people to cope more effectively with hardships. I welcome the commitments of donors, including those made at the second London Conference, and appeal to donors to deliver on their commitments in a timely manner. I reiterate the importance of assistance being coordinated, coherent and supportive of Somali priorities. I welcome the ongoing preparations for a unified assistance compact, and encourage all partners to work together to maximize the opportunity afforded by the donor conference to be held in Brussels in September 2013. I wish to especially encourage partners to work together to finalize unified funding mechanisms for assistance to Somalia.

82. Somalia has already achieved what many thought was impossible a few months ago. On the eve of a new United Nations engagement in Somalia, I wish to recognize the contribution to this success made by the support and assistance of UNPOS and to express my sincere gratitude and appreciation to all UNPOS personnel under the leadership of my outgoing Special Representative, Augustine Mahiga. They have shown determination, courage and dedication, often working under very difficult conditions in support of the Somali people during a critical

period in their history. Their tireless work and contributions have helped to lay a solid foundation for the new United Nations engagement with Somalia in ways that will further the cause of peace and reconciliation in the region in the years to come.

83. I look forward to the arrival of the Special Representative-designate for UNSOM, Nicholas Kay, who will take up his assignment in Mogadishu on 3 June. The whole United Nations system will strive to realize our common vision for support to peace in Somalia, in collaboration with the African Union and other international partners, as set out in my report of 31 January. While UNSOM, like all new missions, will take time to reach its full potential, I ask for the Council's continued support as we work to deliver the concept set out in my letter of 19 April. Finally, I wish to thank the United Nations country team and the humanitarian community, who continue to save lives under extreme conditions. My appreciation goes also to the African Union and to the countries contributing troops and police to AMISOM, as well as to the donor countries and multilateral and non-governmental organizations that are providing critical and life-saving support in Somalia. With our combined and continued efforts, we will, in partnership, continue to assist the Government and people of Somalia, as they strive to lift their country from hopelessness, conflict and despair.


SOMALIA
National capital
Regional capital
Town, village
Airport
International boundary
Regional boundary
Indeterminate boundary
Main road
Track
Railroad
DJIBOUTI
ETHIOPIA
KENYA
GULF OF ADEN
INDIAN OCEAN
Muqdisho (Mogadishu)
Baydhaabo (Baidoa)
Beledweyne
Garoowe
Kismaayo (Chisimayu)
Jawhar (Gohani)
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Marka (Merca)
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Gode
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Jijiga
Hargeysa
Burco (Burao)
Berbera
Baki
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Kebri Dahar
Goode
Shilabo
Mereer-Gur
Bardo
Mirsaale
Hiiraaya
War Galor
Bevia
Ceelmade
Garacad
Bergaale
Xamure
Hobyo
Cee Huur
Xararcheere
Ceeldheere
Cee Buur
Dem
Buuloarde
Taleeglow
Xuddur (Oddur)
Doolo Bay
Garbahaarrey
Baydhaabo (Baidoa)
Buurhakaba
Wanlaweyn
Mahaddaay Weyn
Cadale
Baardheere
Dinsoor
Afgooye
Baricad
Qoryooley
Marka (Merca)
Haaway
Baraawe
Bu'aale
Afmadow
Bilis Qooqaani
Jamaame
Kismaayo (Chisimayu)
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Wajir
Garissa
Lamu
Asayita
Djibouti
Dikhil
Obock
Baki
Berbera
Burao
Hargeysa
Togwajaale
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